

## Message Text

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21

ORIGIN ACDA-10

INFO OCT-01 ISO-00 ERDA-05 AF-08 ARA-06 CIAE-00 DODE-00

EA-07 EUR-12 PM-04 H-02 INR-07 IO-13 L-03 NASA-01

NEA-10 NSAE-00 NSC-05 OIC-02 SP-02 PA-01 PRS-01

OES-06 SS-15 USIA-06 SAJ-01 NRC-05 OMB-01 SIG-01 /135 R

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EA/RA:RMARTENS

AF/I:WLEWIS

ARA-LA/PLC:JKING

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P R 030241Z DEC 76

FM SECSTATE WASHDC

TO AMEMBASSY ABU DHABI PRIORITY

AMEMBASSY ALGIERS PRIORITY

AMEMBASSY BOGOTA PRIORITY

AMEMBASSY BRIDGETOWN PRIORITY

AMEMBASSY COLOMBO PRIORITY

AMEMBASSY CONAKRY PRIORITY

AMEMBASSY DAR ES SALAAM PRIORITY

AMEMBASSY DOHA PRIORITY

AMEMBASSY JIDDA PRIORITY

AMEMBASSY KUWAIT PRIORITY

AMEMBASSY LILONGWE PRIORITY

AMEMBASSY LUSAKA PRIORITY

AMEMBASSY MANAMA PRIORITY

AMEMBASSY MAPUTO PRIORITY

AMEMBASSY MUSCAT PRIORITY

AMEMBASSY NIAMEY PRIORITY

AMEMBASSY NOUAKCHOTT PRIORITY

AMEMBASSY PORT OF SPAIN PRIORITY

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AMEMBASSY RANGOON PRIORITY

AMEMBASSY SANA PRIORITY

INFO AMEMBASSY BONN

AMEMBASSY CAIRO  
AMEMBASSY LONDON  
AMEMBASSY PARIS  
AMEMBASSY TEL AVIV  
AMEMBASSY TOKYO  
USMISSION IAEA VIENNA

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E.O. 11652: N/A

TAGS: PARM, TECH, XA, XM, XF, CE, BM

SUBJECT: NPT ADHERENCE

1. USG CONTINUES TO BE STRONGLY INTERESTED IN PROMOTING UNIVERSAL ADHERENCE TO THE NUCLEAR NON-PROLIFERATION TREATY, THE PROVISIONS OF WHICH ESTABLISH AN EFFECTIVE MULTILATERAL REGIME FOR HELPING TO CONTROL THE SPREAD OF NUCLEAR WEAPONS. WHILE NOT BY ITSELF A COMPLETE SOLUTION TO THE PROLIFERATION PROBLEM, ENCOURAGING GREATER NPT ADHERENCE IS A MAJOR ASPECT OF U.S. NON-PROLIFERATION POLICY.

2. HOST COUNTRIES OF ACTION ADDRESSEES ARE NOT PARTIES TO THE TREATY. ALTHOUGH THE DEPARTMENT RECOGNIZES THAT THESE COUNTRIES DO NOT NOW HAVE SIGNIFICANT NUCLEAR PROGRAMS, AND THEREFORE LACK THE CAPABILITIES TO DEVELOP NUCLEAR WEAPONS IN THE NEAR FUTURE, IT BELIEVES THEIR ADHERENCE WOULD NEVERTHELESS BE DESIRABLE IN THE GENERAL INTEREST OF STRENGTHENING THE REGIME THROUGH BROAD INTERNATIONAL PARTICIPATION. MOREOVER, ADHERENCE BY SOME WOULD PLAY AN IMPORTANT ROLE IN ASSISTING IN ENCOURAGING MORE SIGNIFICANT STATES TO BECOME PARTIES TO THE TREATY.

3. FOLLOWING ACTION REQUEST AND INFORMATION SHOULD BE UNDERSTOOD IN CONTEXT OF PRESIDENTIAL MESSAGE ON U.S. LIMITED OFFICIAL USE  
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DOMESTIC AND INTERNATIONAL NUCLEAR POLICY, DELIVERED OCTOBER 28, 1976. THE COMPREHENSIVE MESSAGE INCLUDED PROPOSALS AIMED AT: (1) STRENGTHENING BOTH THE SYSTEM OF INTERNATIONAL CONTROLS AND THE COMMITMENT OF NATIONS TO NONPROLIFERATION GOALS; (2) MAKING U.S. DOMESTIC NUCLEAR POLICIES CONSISTENT WITH, AND SUPPORTIVE OF OUR NON-PROLIFERATION GOALS; (3) BUILDING A SAFE AND SOUND BASIS FOR THE INCREASED GLOBAL USE OF NUCLEAR ENERGY. THE NEW PRESIDENTIAL NUCLEAR ENERGY STRATEGY SET FORTH IN THIS ANNOUNCEMENT, IS FURTHER EVIDENCE THAT NONPROLIFERATION IS A PRIORITY CONCERN OF THE USG.

4. ACTION ADDRESSEES ARE ACCORDINGLY REQUESTED, UNLESS THEY PERCEIVE OBJECTIONS, TO APPROACH THEIR RESPECTIVE HOST GOVERNMENT AT THE HIGHEST APPROPRIATE LEVEL WITH A VIEW TO ENCOURAGING ACTIVE CONSIDERATION OF NPT ADHERENCE.

5. FOLLOWING BACKGROUND INFORMATION IS PROVIDED FOR USE, AT YOUR DISCRETION, IN DISCUSSIONS WITH HOST GOVERNMENT OFFICIALS:

(A) THE NUCLEAR NONPROLIFERATION TREATY (NPT) WAS NEGOTIATED DURING THE 1960S IN THE EIGHTEEN NATION DISARMAMENT COMMITTEE AND THE UNGA. IT WAS SUBSEQUENTLY ENDORSED BY THE UN GENERAL ASSEMBLY IN 1968, AND CAME INTO FORCE FOR PARTIES IN 1970. FOR THOSE GOVERNMENTS WHO BECAME SIGNATORIES BETWEEN '68 AND '70, THE NEXT STEP IS RATIFICATION. GOVERNMENTS WHICH ARE NOT NOW SIGNATORIES WOULD ACCEDE IN ONE STEP.

(B) THE NPT IS AN AGREEMENT ENTERED INTO BY BOTH NUCLEAR WEAPONS STATES (NWS) AND BY NON-NUCLEAR WEAPONS STATES (NNWS). THE LATTER GROUP, SO DEFINED FOR THE PURPOSES OF THE TREATY, INCLUDES ALL COUNTRIES WHICH HAD NOT EXPLODED A NUCLEAR DEVICE BEFORE JANUARY 1, 1967. NNWS PARTY TO THE TREATY UNDERTAKE TO PLACE ALL THEIR NUCLEAR FACILITIES UNDER IAEA SAFEGUARDS AND TO FOREGO THE ACQUISITION OR DEVELOPMENT OF NUCLEAR WEAPONS OR OTHER NUCLEAR EXPLOSIVE DEVICES. NWS PARTIES FOR THEIR PART, AGREE NOT TO TRANSFER NUCLEAR WEAPONS OR NUCLEAR EXPLOSIVE DEVICES TO NNWS, OR TO ASSIST THEM WITH THE DEVELOPMENT OF NUCLEAR WEAPONS. IN LIMITED OFFICIAL USE  
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ADDITION, PARTIES QUOTE...UNDERTAKE TO FACILITATE...THE FULLEST POSSIBLE EXCHANGE OF EQUIPMENT, MATERIALS AND SCIENTIFIC AND TECHNOLOGICAL INFORMATION FOR THE PEACEFUL USES OF NUCLEAR ENERGY END QUOTE. PARTIES IN A POSITION TO DO SO ALSO AGREE TO ASSIST WITH QUOTE...THE FURTHER DEVELOPMENT OF THE APPLICATIONS OF NUCLEAR ENERGY FOR PEACEFUL

PURPOSES, ESPECIALLY IN THE TERRITORIES OF NON-NUCLEAR WEAPON STATES PARTY TO THE TREATY, WITH DUE CONSIDERATION FOR THE NEEDS OF THE DEVELOPING AREAS OF THE WORLD END QUOTE.

(C) EMBASSIES SHOULD POINT OUT THAT WHILE HOST GOVERNMENTS DO NOT NOW HAVE SIGNIFICANT NUCLEAR POWER PROGRAMS, THEY MAY WISH TO HAVE SUCH PROGRAMS IN THE FUTURE. IN THIS REGARD THE PRESIDENT'S NUCLEAR POLICY ADDRESS STATES THAT WITH RESPECT TO FUTURE U.S. NUCLEAR EXPORTS, QUOTE ADHERENCE TO THE NONPROLIFERATION TREATY WILL BE A STRONG POSITIVE FACTOR FAVORING COOPERATION WITH A NON-NUCLEAR WEAPON STATE END QUOTE. IN ADDITION, THE US HAS MADE IT

CLEAR THAT IT WOULD GIVE PREFERENCE TO NPT PARTIES IN THE ALLOCATION OF THE TECHNICAL ASSISTANCE WHICH IT PROVIDES THROUGH THE IAEA. THE UGS JOINED OTHER PARTIES AT THE 1975 NPT REVIEW CONFERENCE IN SUPPORTING THE RECOMMENDATION THAT QUOTE IN REACHING DECISIONS ON THE PROVISION OF EQUIPMENT, MATERIALS, SERVICES AND SCIENTIFIC AND TECHNOLOGICAL INFORMATION FOR THE PEACEFUL USES OF NUCLEAR ENERGY END QUOTE AS WELL AS ON FINANCIAL ARRANGEMENTS AND TECHNICAL ASSISTANCE, WEIGHT SHOULD BE GIVEN RECIPIENTS WHICH ARE NPT PARTIES. EVEN IF NUCLEAR PROGRAMS ARE NOT ANTICIPATED, HOST GOVERNMENTS SHOULD BE AWARE THAT A LARGE NUMBER OF STATES PROFIT FROM PREFERENTIAL CIVIL NUCLEAR ASSISTANCE IN ASSOCIATED FIELDS SUCH AS MEDICINE, AGRICULTURE, INDUSTRY, ETC., WHERE ATOMIC TECHNOLOGY IS APPLICABLE.

(D) THERE ARE NOW OVER 100 COUNTRIES WHO HAVE FOUND IT IN THEIR INTEREST TO ADHERE TO THE NPT, INCLUDING MOST COUNTRIES WITH SIGNIFICANT NUCLEAR PROGRAMS. THERE ARE ESSENTIALLY THREE MAJOR REASONS FOR THIS WIDESPREAD PARTICIPATION. FIRST, THERE IS THE WIDESPREAD INTERNATIONAL CONCERN OVER THE PROSPECT OF NUCLEAR PROLIFERATION AND ITS LIMITED OFFICIAL USE  
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ATTENDANT THREAT TO NATIONAL SECURITY. THIS CONCERN WAS HEIGHTENED FOLLOWING THE INDIAN NUCLEAR TEST IN MAY 1974, PROMPTING MANY GOVERNMENTS TO RECONSIDER THE POTENTIAL NUCLEAR INTENTIONS AND CAPABILITIES OF THEIR NEIGHBORS. NPT ADHERENCE CAME TO BE VIEWED AS A METHOD OF REDUCING THE RISK OF DESTABILIZING AND EXPENSIVE NUCLEAR ARMS RACES IN SENSITIVE REGIONS. SECOND, NNWS GOVERNMENTS CONSIDERING OR DEVELOPING SIGNIFICANT DOMESTIC NUCLEAR ENERGY ARE RECOGNIZING THE GROWING IMPORTANCE THE U.S. AND OTHER POTENTIAL SUPPLIERS ARE PLACING ON NPT ADHERENCE WHEN CONSIDERING CIVIL NUCLEAR EXPORTS. GOVERNMENT AND DOMESTIC SUSPICIONS AROUSED BY THE STATUS OF NON-ADHERENTS HAVE CONTRIBUTED TO OBSTRUCTION OR DELAYS OF COMMERCIAL NUCLEAR TRANSFERS AND TECHNICAL ASSISTANCE TO THEM. THIRD, MANY OF THE OLD

OBJECTIONS TO THE REGIME HAVE BEEN PROVEN INVALID. FOR EXAMPLE, THE APPLICATION OF NPT SAFEGUARDS HAS NOT--AS HAD BEEN FEARED BY SOME--PROVEN TO BE A COMMERCIAL DISADVANTAGE FOR NNWS PARTIES. THE FINAL DOCUMENT OF THE NPT REVIEW CONFERENCE NOTED QUOTE THAT THE VERIFICATION ACTIVITIES OF THE IAEA UNDER ARTICLE III OF THE TREATY RESPECT THE SOVEREIGN RIGHTS OF STATES AND DO NOT HAMPER THE ECONOMIC, SCIENTIFIC, OR TECHNOLOGICAL DEVELOPMENT OF THE PARTIES TO THE TREATY...END QUOTE. TO PLACE ANY SUCH CONCERNS PERMANENTLY TO REST, TWO NWS, THE US AND UK HAVE MADE OFFERS (SINCE NEGOTIATED AND ACCEPTED BY THE IAEA (BG) TO PLACE THEIR DOMESTIC FACILITIES UNDER INTERNATIONAL SAFEGUARDS.

6. FOR PORT-OF-SPAIN AND BRIDGETOWN:

MR. FRANK TUMINIA, ARA, HAS CONSULTED WITH GOVERNMENTS ON THIS MATTER DURING NOVEMBER VISIT TO REGION. WHILE GOVERNMENTS APPARENTLY ARE NOT PREPARED TO GIVE NPT PRIORITY ATTENTION AT THIS TIME, EMBASSY OFFICIALS SHOULD USE THEIR DISCRETION IN RAISING ISSUE INFORMALLY WITH GOVERNMENT OFFICIALS ON APPROPRIATE OCCASIONS IN THE FUTURE.

7. FOR BOGOTA: SEPTTEL FOLLOWS.

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8. FOR JIDDA, MANAMA, DOHA, MOSCAT AND SAN'A:

FYI. IF QUESTION OF ISRAELI NON-ADHERENCE IS RAISED, EMBASSY SHOULD STRESS THAT IT HAS BEEN USG POLICY TO PROMOTE UNIVERSAL ADHERENCE TO THE NPT INCLUDING ADHERENCE BY EGYPT (WHICH IS A SIGNATORY BUT NOT A PARTY TO THE TREATY) AND ISRAEL (WHICH IS NEITHER SIGNATORY NOR PARTY), AND WE HAVE CONSISTENTLY TAKEN STEPS TO THAT END. THE USG RECOGNIZES HOWEVER THAT IN LIGHT OF THE COMPLEXITY OF THE M.E. SITUATION IT IS LIKELY THAT NPT ADHERENCE BY THE GOE AND GOI MAY HAVE TO BE ASSOCIATED WITH A GENERAL SETTLEMENT IN THE REGION. EMBASSY MAY ALSO WISH TO POINT OUT THAT DESPITE THE INHERENT DIFFICULTIES WITH THE GOE AND GOI, OTHER STATES IN THE REGION, SPECIFICALLY IRAQ, JORDAN, IRAN, AND LIBYA ARE ALL PARTIES TO THE TREATY. ACCORDINGLY THE LACK OF GOE AND GOI ADHERENCE SHOULD NOT IN THE US VIEW PRECLUDE HOST GOVERNMENTS FROM BECOMING NPT PARTIES. END FYI.

9. FOR SAN'A AND KUWAIT:

GOY AND GOK ARE ALREADY NPT SIGNATORIES. NPT RATIFICATION WOULD BE LOGICAL AND PRACTICAL NEXT STEP GIVEN THIS DEMONSTRATION OF SUPPORT FOR THE INTERNATIONAL NON-PROLIFERATION REGIME. MOREOVER, KUWAIT HAS EXPRESSED SOME INTEREST IN A NUCLEAR POWER PROGRAM FOR DESALINATION AND ELECTRIC POWER. KUWAIT'S CAPACITY TO OBTAIN REACTORS AND SUPPLIES FOR SUCH A PROGRAM ARE BOUND TO BE AFFECTED BY GOK STATUS WITH RESPECT TO NPT.

10. FOR ABU DHABI:

FYI. UAE EMBASSY, WASHINGTON, HAS ALREADY MADE ONE ATTEMPT TO ACCEDE TO THE NUCLEAR NON-PROLIFERATION TREATY, HOWEVER, THE INSTRUMENT OF ACCESSION PRESENTED BY THE EMBASSY WAS IMPROPERLY DRAWN (INSTRUMENT PROVIDED FOR ACCESSION SUBJECT TO RATIFICATION WHICH IS IMPOSSIBLE.

ACCESSION MUST BE UNCONDITIONAL). UAE EMBASSY WILL SOON  
TRANSMIT DEPARTMENT'S SUGGESTED CHANGES IN INSTRUMENT OF  
ACCESSION TO UAE FOREIGN MINISTRY. EMBASSY MAY WISH TO  
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ENCOURAGE FOREIGN MINISTRY'S LEGAL DEPARTMENT TO ACCEPT  
SUGGESTED DRAFTING CHANGES IN THE INSTRUMENT OF ACCESSION,  
AND TO ACCEDE TO THE TREATY AS SOON AS POSSIBLE. END FYI.  
KISSINGER

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## Message Attributes

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**To:** ABU DHABI  
ALGIERS  
BOGOTA  
BRIDGETOWN  
COLOMBO  
CONAKRY

DAR ES SALAAM

DOHA

JIDDA

KUWAIT

LILONGWE

LUSAKA

MANAMA

MAPUTO

MUSCAT

NIAMEY

NOUAKCHOTT

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